Saskatchewan
Ministry of
Corrections, Public
Safety and Policing

The Road Ahead:
Towards a Safer Correctional System

The Government's Response to the
External Investigation Team's Report
and Recommendations
March 12, 2009

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SUMMARY

Following the escape of six inmates from the Regina Provincial Correctional Centre (RPCC) on August 24, 2008, the Minister of Corrections, Public Safety and Policing (CPSP) appointed an External Investigation Team (EIT) to determine how the escape occurred and to make recommendations for improving security at the RPCC.

The Road Ahead: Towards a Safer Correctional System is the Government of Saskatchewan's Action Plan to implement the recommendations and address long-standing issues and problems that have developed within our correctional facilities over many years.

The Government accepts, and will take action on, all of the EIT's 23 recommendations.

These actions, described in detail starting on page 11, form the core of the Province's four-point action plan to strengthen security at RPCC and other secure adult correctional facilities.

Consistent with the Ministry's mandate to promote safe communities, ***The Road Ahead*** outlines four strategic directions the Ministry will take to strengthen Adult Corrections:

1. Improve infrastructure, safety and security
2. Improve staff performance, preparedness and accountability
3. Improve intelligence, information flow and communications
4. Improve correctional practices

To support these priorities, the Government of Saskatchewan will:

- Build a new remand centre in Saskatoon
- Upgrade security equipment such as surveillance cameras, lights, cell door locks
- Make a significant investment in staff training and development
- Increase management presence in secure facilities
- Review existing policies and procedures for consistency and application to legislation
- Increase intelligence and security capacity within Adult Corrections. We will improve intelligence-sharing with our partners in police services and other organizations
- Implement new information systems

As a result of these actions, the people of Saskatchewan can expect a more secure, more effective correctional system.

INTRODUCTION

The escape from the Regina Provincial Correctional Centre (RPCC) on August 24, 2008 should not have happened. A number of specific circumstances, combined with long-standing system-wide issues, gave six inmates the opportunity and materials that allowed them four months to engineer their way out of Unit 3A, over the fence, and escape to freedom. More than 80 correctional workers failed to detect and stop the escape.

The External Investigation Team's Report describes examples of a system facing multiple challenges: infrastructure that doesn't support growing inmate counts; a need for more management presence in correctional centres; a need for acceptance of the dynamic supervision model; a need for more, and in-depth, staff training; more effective security and intelligence gathering and sharing; and greater diligence through policy and procedures to ensure correctional practices align with the Ministry's legal obligations and mandate.

The Report underscores the complex environment, challenges and demands of corrections work. As a part of Saskatchewan's criminal justice system, Adult Corrections is responsible for ensuring inmates are appropriately supervised and given opportunities for rehabilitation to reduce re-offending. At the same time, as a part of the operations of the provincial government, we are accountable to the public.

We welcome the scrutiny and insight the External Investigation Team offers the Ministry through its Report and Recommendations.

All of the Responses to the Report's 23 Recommendations contain a series of actions; some can be put in place immediately, some require longer-term implementation. However, they all have an impact on how Adult Corrections does its business today and into the future.

Government's delivery of public safety takes on many aspects, and Corrections is one of the most fundamental. This Government takes public safety seriously.

ACTION PLAN

The Government of Saskatchewan has an Action Plan for change within Saskatchewan's correctional system. This four-point plan aligns all actions coming out of the 23 recommendations into a larger strategic plan for the Ministry to implement across the adult correctional system.

1. **Improve Infrastructure, Safety and Security**
   Public, staff and inmate safety are key in managing the operations of Saskatchewan's provincial correctional centres. Facilities need to meet standards for appropriate housing and supervision of inmates. They need to contain suitable security measures to offer a safe environment for staff, inmates and visitors, and guarantee the public's peace of mind.

2. **Improve Staff Performance, Preparedness and Accountability**
   Appropriate orientation and training are necessary for staff to work effectively in any workplace. In the case of Saskatchewan's Adult Corrections, training and professional development are investments in public safety, and are important for individuals to achieve success in their chosen occupation. Management presence is critical to provide leadership and support to correctional workers in a difficult 24/7 environment. Employees at all levels must be given the tools to perform their jobs and be held accountable.

3. **Improve Intelligence and Information Flow**
   Maximizing facility safety means having the ability to collect, analyze, share and effectively use intelligence and security information. This enables staff to better place offenders based on their level of risk, and to anticipate behavior that can, unless managed properly, create serious incidents. Additionally, effective and modern information systems are necessary to properly manage Adult Corrections, and to ensure a high level of accountability.

4. **Improve Correctional Practices**
   A best practice in correctional services is dynamic security, where correctional workers interact with inmates as case managers. This model has been proven to have a positive effect on inmate behavior, thus increasing facility safety. All correctional practices must be delivered consistently with the Ministry's legal obligations, its legislation and its policies.

1. Improve Infrastructure, Safety and Security

A solid, well-functioning infrastructure comprised of physical structures and mechanical systems is vital to the safety and security of facilities designed for use as correctional centres.

Structures and systems need to meet correctional standards and house inmates so they can be appropriately supervised. This enables delivery of programs that provide rehabilitative measures important to reducing reoffending. Processes and procedures for dealing with offenders must also ensure the orderly, effective and safe operation of the facility.

The facility must ensure the health and safety needs of staff and inmates. As well as having reliable physical and mechanical systems, it is important that policies and procedures are in place for staff to follow in any number of different, and often difficult, circumstances to ensure their safety.

The Challenge

According to the External Investigation Team's Report, aging infrastructure and inadequate security systems played a key role in the Regina Provincial Correctional Centre (RPCC) escape. The Report points out that "Physical structures must be such that efforts put forth by desperate inmates will be thwarted by concrete, steel and technical devices." (Page 119)

The Saskatchewan correctional system's physical infrastructure is challenged to adequately meet current demands. The newest secure facilities were built in Saskatoon and in Prince Albert in the early 1980s, and just recently the Government completed a project to replace the 1913 portion of the Regina Provincial Correctional Centre. Interior structures such as kitchens, security mechanisms, and program and administration space are also in need of repair or replacement.

What's more, and most important, is our correctional centres were not built to house the number or type of inmates currently incarcerated. Today, the adult custody system has 833 cells for housing inmates. The average number of inmates in 2008 was 1,365 peaking at 1,411. To January 31 of 2009, the average number of inmates had increased to 1,498.

Adult Corrections
Average Daily Counts
April 1, 1998 to January 31, 2009

	1998/99	2003/04	2007 to Nov. 7/07	2008/09 to Jan. 31/09
Remand	245	308	566	575
Sentenced	958	863	780	923
Total Custody	1203	1171	1346	1498

Secure facilities were designed to house sentenced populations, with limited numbers of inmates being admitted and discharged. For example, the admission/discharge units at the Saskatoon and Prince Albert Provincial Correctional Centres were originally designed to handle two to three admissions or discharges a day. Today, that number is 20 to 30.

Since 2003, the average daily number of inmates on remand has risen by more than 80 per cent. Remand offenders include individuals waiting for court appearances on charges ranging from minor offences to serious and violent offences like murder. Offenders sentenced to a maximum of two years less a day are housed in provincial correctional facilities. Those remand offenders ultimately receiving custody sentences longer than two years serve their sentences in federal facilities. An increase in remanded offenders in provincial facilities results in many more individuals who are accused of serious or violent crimes being housed in facilities originally designed to hold offenders serving shorter sentences.

The changing inmate profile also lends itself to instability and potential for more serious incidents. Currently, inmates tend to be at higher risk for violence than in the past – many with gang affiliations. The need to house more inmates in high security areas inside correctional centres has contributed to a shortage in this kind of space, so the ability to manage disruptive inmates and gang activity is limited.

The Government will address long-standing issues and make investments in capital and security infrastructure to improve public safety and the correctional environment for staff and inmates.

Where We Are

In the past year, the Government of Saskatchewan has implemented a number of measures to improve the correctional environment and enhance public safety. These include:

- ✓ **Completed the Regina Provincial Correctional Centre 1913 Replacement Project** with state-of-the-art features incorporating the latest in security technology and facility design from across North America. It uses a direct supervision model which increases interaction between inmates and staff, making intelligence gathering easier and reducing incidents.

- ✓ **Constructed a new 90-bed dormitory at the Saskatoon Provincial Correctional Centre (SPCC)**, which increases bed space and frees up programming space for rehabilitation efforts.
- ✓ **Put in place institutional clothing** to decrease theft and intimidation among offenders, and allow quick visual identification of remand and sentenced inmates.
- ✓ **Created a specialized addiction treatment unit at the Regina Provincial Correctional Centre (RPCC).**
- ✓ **Instituted non-contact visiting at RPCC** to stop the flow of contraband into the facility.
- ✓ **Established a process for public notification** when offender(s) are unlawfully at large in the community.

Next Steps

- **Build a remand centre in Saskatoon.** This new four-year, $87 million project will address overcrowding at all provincial adult male correctional centres. This will alleviate crowding issues by increasing cell space. It will be built with security measures appropriate for remanded offenders accused of violent crimes. This remand centre will be the first new cell space in adult male correctional facilities since 1987, more than 20 years ago.
- **Spend $9.4 million on various security upgrades in provincial adult facilities.** These measures are being taken to increase security, while reducing the potential for contraband entering the facility. Examples of security upgrades include:
  - ❍ Reinforced exterior walls to deter escapes by fortifying the building
  - ❍ Intercoms to improve staff communication
  - ❍ New lighting and replacement locks on cells and units
  - ❍ Metal and drug scanners to reduce contraband coming into the centre
  - ❍ Surveillance cameras to better monitor inmate movement
  - ❍ Telephone monitoring equipment to reduce illegal activity inside the centres.

2. Improve Staff Performance, Preparedness and Accountability

Well-trained correctional staff, knowledgeable in procedures and processes and the policies that guide them, are vital to maintaining safety and security in correctional facilities. The public needs to be confident that those responsible for offender supervision are doing their jobs effectively.

While correctional workers must know their jobs, facility managers must have the capacity to provide leadership – particularly during events where following specified roles and responsibilities is critical to public safety. This not only means the necessary leadership skills and abilities; it also means being physically present to provide direction and support. This authority and accessibility to both staff and inmates can often help to difuse situations that might otherwise escalate into incidents.

The Challenge

In its summary of findings on Page 126 of their Report, the External Investigation Team (EIT) notes: "The organizational culture at the RPCC was a contributing factor that enabled the inmates to escape on August 24, 2008."

For many years, the strained relationship between management and staff has had a negative impact on Adult Corrections' ability to meet its public safety mandate. Because of the need to provide 24/7 correctional services, the majority of staff is shift workers. Corrections' workforce is aging, yet is required to work with younger, more difficult and potentially violent offenders. These factors combine to create increased occupational health and safety issues, and the highest sick leave use in the provincial government.

The challenge is to ensure a healthy and safe work environment that supports correctional centre staff at all levels. This speaks to the need for better training, healthier labour/management relations, and increased management presence and leadership.

These challenges were revealed in the EIT's review of the Regina Provincial Correctional Centre (RPCC) escape. One of their findings notes, "Staff do not have an appreciable understanding of how policies must be developed pursuant to legislation." (Page 98) Another finding relating to management presence states, "There is an insufficient Management presence within the facility on evenings and weekends." and "Senior Management does not frequent critical areas of the facility on a regular basis." (Page 105). It was these and other issues that contributed directly to the escape on August 24.

Where We Are

- ✓ **Discussions with arbitrator on increasing management numbers.** As a result of a government-wide review of out-of-scope positions in 2001, Assistant Deputy Director positions were moved in-scope. Discussion with the union on moving these positions back into management were not successful. After the 2007 general strike, the Special Mediator assigned to resolve some of the strike's outstanding labour relations issues moved the scope discussions to an arbitrator. These discussions continue and a decision is anticipated shortly.
- ✓ **Spent $2 million on employee training in secure facilities in 2008/09.** This training took the form of:
  - ❍ Mandatory training in all aspects of correctional work
  - ❍ Refresher training for long-serving correctional workers
  - ❍ Leadership training to staff interested in moving into management positions
- ✓ **Introduced Training and Personnel Managers in each facility.** Unique staffing issues and concerns can now be addressed in a timely and tailored manner.
- ✓ **Introduced Core Correctional Practice to Adult correctional centres.** Core Correctional Practice employs a supervision model where correctional workers interact with inmates as case managers. They assist with case planning and help offenders identify the behaviors that led them to offending in an effort to keep them from re-offending when they return to the community.

Next Steps

- **Invest in staff training and development.** Beginning in fiscal year 2009/10, additional investments will be made to ensure staff receives the training they need and that learning opportunities are expanded. Adult Corrections will also ensure that long-serving correctional workers receive refresher training so that they continue to retain the knowledge and skills they acquired at the start of their correctional careers, and they are updated on new correctional practices.
- **Enhance organizational performance.** We will continue discussions with the arbitrator to move Assistant Deputy Director positions back into management positions. Resolving this situation will stabilize facility operations and ensure management leadership is available at all times. We will continue to engage respectfully with the SGEU on other organizational changes that can strengthen capacity at both the management and staff levels.
- **Increase staff knowledge of the legal frameworks within which Adult Corrections must operate.**

3. Improve Intelligence and Information Flow

The ability to gather, analyze, share and effectively use information related to offenders is critical to the safe operation of correctional facilities. Often, information about offenders' associates and activities can be used to reduce incidents and illegal activities inside the facility.

Intelligence about a specific offender can be used to ensure an individual is placed appropriately. For example, awareness of any gang affiliations helps ensure the offender is not placed in the same unit as a rival gang member. Good intelligence gathering can mean early diffusing of escape plans or plans for creating a major disturbance.

The Challenge

The External Investigation Team's Report contains criticism of Regina Provincial Correctional Centre (RPCC) staff and management for not acting on intelligence they received on the potential for an escape months before it actually occurred. In its findings, it indicated that there was a failure to follow up on intelligence related to the escape.

Security Intelligence Officers were recently introduced to secure adult facilities to gather intelligence, ensure preventative security measures are in place, and to deal with gang management issues. However, the escape of August 24 demonstrated the need for greater focus on this function.

Adult Corrections relies on both its automated Corrections Management Information System (CMIS) and written documentation from staff in determining the status of the facility at any given time. The CMIS system is old and outdated, and requires replacement, while reports from correctional staff may be hand written or collected some other way. As a result, facilities' reporting processes are not consolidated, so information is collected and stored many ways.

Where We Are

- ✓ **Security Intelligence Officers are in all secure adult facilities.** These individuals are responsible for gathering intelligence to support security inside facilities through prevention tools and to help manage issues related to gangs.
- ✓ **A comprehensive incident response mechanism has been implemented.** This system guarantees senior Ministry officials are on-call to receive information from facilities related to serious incidents, so appropriate support can be provided to facility staff. Procedures for reporting incidents affecting public safety in a timely way have been developed.
- ✓ **Established in-facility cultural and Elder services.** Evidence shows re-offending behavior can be reduced by establishing offender value and connection to community.
- ✓ **Started work to replace the existing automated case management system and manual processes for facility reporting.** The Ministry is moving ahead with plans to develop and implement an integrated case management system to replace existing reporting systems.

Next Steps

- **Start a Security Intelligence Review.** The results will help determine what an effective program of security intelligence contains and what it should deliver.
- **Form stronger information-sharing partnerships with police services.** These partnerships will help Adult Corrections better access external information to improve internal security.
- **Install telephone monitoring equipment.** Monitoring suspicious telephone activity by inmates will reduce illegal activities, gang activities, and the potential for introducing contraband into facilities.

4. Improve Correctional Practices

All provincial correctional operations fall under the authority of **The Correctional Services Act** and regulations. The External Investigation Team Report points out discrepancies between correctional policy (Divisional Directives and Standing Orders) and actual procedures followed in the facilities.

The Report points out "Staff do not have an appreciable understanding of how policies must be developed pursuant to legislation." (Page 125). The resulting situation is that there is limited ability to connect roles and responsibilities with the correctional system's obligations under legislation.

The Report is also critical of correctional workers' lack of interaction with inmates. Had correctional staff been communicating face-to-face with inmates on Unit 3A, they might have been made aware of the escape plans earlier, and the escape might have been thwarted.

The Challenge

Because the design of existing adult correctional facilities differs, depending on the era in which they were built, and because many operational issues differ from facility to facility, policy was often created without sufficient central oversight. Many current policies are outdated, contain discrepancies with current best practices and are not operationally supported across the province. This has resulted in inconsistent application of policy and use of outdated procedures with ineffective outcomes.

Current physical facility structures limit the way inmates can be segregated and confined. Facilities are challenged to place non-compatible inmates, or two or more inmates aiming to join in criminal behavior because of a lack of space for housing high-security inmates. It is necessary to ensure the measures used are balanced with inmate rights.

Over the past few years, Adult Corrections has been moving beyond its tradition of "static" security, in which fences, gates and locks are relied upon to provide security, with the addition of "dynamic" security. In this system, correctional workers interact with inmates and support them in their case management requirements. This provides better rehabilitation programming for inmates and provides correctional staff with another tool for ensuring facility security, because of the intelligence opportunities it offers.

Although correctional workers in secure facilities have been trained to use the direct supervision model, there is some reluctance to fully implement it.

Where We Are

- ✓ **Reviewing segregation and confinement policies.** This review will tell us where we can improve our practices for inmate placement and management for security and safety.
- ✓ **Training correctional workers in direct supervision.** This supervision model will increase communication between staff and inmates as a means for information gathering, leading to better security.

Next Steps

- **Undertake a system-wide policy review and renewal.** This will ensure consistent application of correctional best practice throughout all secure facilities across the province.
- **Invest in increasing Adult Corrections' policy and oversight capacity.** Additional resources will help ensure timely and comprehensive review of correctional policy, and will ensure resources are in place to monitor compliance across facilities.
- **Construct a remand centre for male offenders in Saskatoon.** This facility will help Adult Corrections to better place inmates based on their profile or custody requirements.
- **Build on direct supervision training.** The next stage will be to offer support to those correctional workers who are having difficulty implementing the direct supervision model.

RESPONSES TO THE EIT REPORT RECOMMENDATIONS

This section speaks to each of the 23 Recommendations. It provides a summary of the current state in relation to each Recommendation, including steps already taken or underway, and those that that were initiated as a direct result of the August escape; the additional actions the Ministry will take in response to the Recommendations; and the outcomes the Ministry seeks to achieve. Timelines for implementation of the actions are indicated in brackets.

Recommendation #1

A process for compiling and analyzing intelligence be implemented at the RPCC. This will require a support position to the office of the Security Intelligence Officer.

Where We Are

Each of the secure facilities has a Security Intelligence Officer (SIO). However, events leading up to the August 24th escape highlight the fact that the security intelligence function was not fully and effectively implemented.

A security intelligence review has been undertaken to define what constitutes an effective security intelligence program. A facility Director with extensive training and experience in the security intelligence field has been assigned provincial responsibility for the review.

The following initiatives have been implemented:

- A web-based site and standardized templates have been established to facilitate documentation and sharing of information between the Security Intelligence Officers and the facility Directors
- Regular SIO meetings are occurring
- Partnerships have been formed with Corrections Services Canada for security intelligence training
- A standardized, provincial SIO job description has been completed and submitted to the Public Service Commission for classification

Action We Will Take

- Strengthen current security intelligence programs in correctional centres by:
  - Providing seven-day-a-week coverage in each of the secure facilities (Fall, 09)
  - Installing telephone monitoring equipment in each of the secure facilities (On-going)
  - Developing provincial policies and training to ensure timely and appropriate sharing of information between staff, SIOs, management and partners (Fall, 09)
- Developing and implementing an agreement on information sharing with police services that ensures timely access to information related to reducing criminal behavior and enhancing public safety (Fall, 09)

Outcomes

- Management accountability and capacity are enhanced
- Staff are systematically providing inmate security information to the SIO
- Information is being shared in a secure manner with management, SIOs from other facilities and police service partners
- Inmates will be deterred from organizing illegal activities over the phone and valuable information to monitor and address such activities will be gained
- Action plans are developed, approved and acted on to best use the information to curtail criminal sub-culture activities and protect staff, other inmates and the public
- Gang influence will be reduced

Recommendation #2

The RPCC conduct simulation exercises in order to test contingencies and allow staff to practice their expected roles.

Where We Are

Contracted resource specialists provide provincial crisis management training to correctional staff. Rapid response exercises for various contingencies occur on various units at the Regina Provincial Correctional Centre (RPCC), and assessment and feedback are incorporated into these exercises. Annual simulation exercises that provide practice and review of full scale responses take place in each facility.

A simulation exercise specific to the nature of the August 24th escape has not been used in the facilities, which represents a shortcoming in how we have prepared to respond.

Action We Will Take

- Develop a simulation exercise aimed at preparing staff and managers across the system to respond to an event similar to the August escape (Fall, 09)
- Develop provincially consistent Code Response procedures (Fall, 09)

Outcomes

- Crisis management will be coordinated, orderly and thorough
- Staff and managers will clearly understand, and be able to execute, their designated responsibilities during such an incident

Recommendation #3

An expert policy analyst be employed to conduct a comprehensive review of Regulatory documents and Divisional Directives to ensure they provide adequate direction to facilities.

Where We Are

Adult Corrections has Divisional Directives (provincial policies) that frame the legislatively driven parameters for how we must provide correctional services. Facility-specific operational policies are developed by each secure facility that provide staff with the practical guidelines to do their jobs.

Many current Divisional Directives are outdated, contain discrepancies with current best practices and are not all supported operationally by provincially-consistent facility Standing Orders. The Adult Corrections Director of Policy is developing a comprehensive legislation, regulation and Divisional Directive review framework.

Action We Will Take

- Review guiding legislation and regulations, Divisional Directives and operational Standing Orders for each facility to ensure alignment and support to the Ministry's mandate and agenda for positive change (On-going)
- Increase policy capacity (Spring, 09)

Outcome

- Staff and management understand how legislative requirements fit into the administration of the correctional system, and are accountable for ensuring those requirements are fulfilled

Recommendation #4

Additional resources be provided to Central Office in order that they take a more active role in ensuring that facilities function in accordance with Legislation, Policy and the Service's Mission.

Where We Are

Each of the secure facilities develops their local policies based on their understanding of Divisional Directives, Ministry mandate and operational needs.

Long-standing challenges have a significant impact on the degree of oversight that can be provided to ensure appropriate policy development and compliance. In this environment, the result has been that each of the secure facilities has developed practices, and cultures independent of, and at times incongruent with, the Ministry's objectives and philosophy.

Action We Will Take

- Policy and management capacity will be enhanced to support oversight and compliance with policies and procedures (On-going)
- Compliance reviews will be conducted as a normal business practice in the Ministry (On-going)

Outcomes

- Standards reflecting excellence in correctional services will be established provincially and will be applied consistently
- Managers and staff are accountable for the application of policies in a manner consistent with the Ministry's objectives and philosophy

Recommendation #5

Central Office Crisis Information and Support Centre be activated for major emergency situations.

Where We Are

In the event of a serious incident the senior staff at the facility would call the Director of Institutional Operations who was always on call. The Director would provide instruction and support to the facility and would notify other senior officials as appropriate.

Since the August escape, a dedicated Corrections administration on-call number has been established and senior Adult Corrections and Communications managers are on-call at all times. Contact information has been compiled and provided to all positions required to fulfill the Ministry's newly implemented notification policy.

The Ministry also has a central contingency structure for events of significant scope or duration, e.g. Emergency Management Office, Work Stoppage.

Action We Will Take

- Implement a Central Office support emergency response plan (Fall, 09)

Outcomes

- Facility staff and management will have the support required to manage the necessary operational response
- During a serious incident, the appropriate senior officials (and public as required) will be notified in a timely manner

Recommendation #6

An expert policy analyst be employed to conduct a complete review of the segregation and confinement policies and practices at RPCC.

Where We Are

Segregation and confinement policies are developed and implemented at the local level.

Adult Corrections has begun a review of current segregation and confinement policies and practices. This includes identifying the current physical infrastructure limitations that pose a challenge to effective segregation and confinement. Appropriate placement of non-compatible inmates or inmates attempting to collude in criminal behavior is a challenge with the limited options for housing high security inmates and must be balanced with the rights of the individual.

Action We Will Take

- Research and develop a provincial confinement and segregation model (Fall, 09)
- Establish greater capacity for assessing inmates and appropriately placing and moving them based on their assigned security risk (Fall, 09)
- Increase provincial secure/remand bed space capacity by building a remand centre in Saskatoon (Multi-year)

Outcome

- Inmates will be segregated for reasons of discipline, protection or cause. This will increase staff and inmate safety

Recommendation #7

A cell and fixture inventory be compiled and evaluated in conjunction with cell searches and new cell assignments.

Where We Are

Staff is directed to complete cell searches prior to the assignment of a new inmate to a cell, at any time that inmate behavior or security concerns warrant, and at unpredictable times so a pattern is not apparent to inmates.

While this is directed, it is not currently engrained in policy. This is challenging due to high intake numbers and limited placement options.

Cells are not searched often, randomly or thoroughly enough to effectively limit inmates' ability to collect and hide contraband. A review of searching protocols within facilities is underway. This review will identify any policy, practice, training, supervision and resource gaps that currently limit ability to effectively manage cell security. Direction has been given by senior management to ensure cells are inspected for potential security breaches on a regular basis and prior to a new inmate being placed in a cell. The facilities have completed a security audit of all cells and items of a potentially dangerous nature have been removed or secured.

Action We Will Take

- An inventory checklist has been introduced and will be implemented across the province (Spring, 09)
- Develop and implement clear standards for searches and the compliance and audit responsibilities to monitor and enforce them (Fall, 09)
- Increase management presence on the units to direct searches and supervise the quality, quantity and timing of those searches (Fall, 09)

Outcomes

- Inmates will become accustomed to increased scrutiny from staff and will have less opportunity to craft and store contraband materials in their cells
- Staff will feel more secure as they take ownership of the units, and staff and inmates will be safer

Recommendation #8

The Assistant Deputy Director (ADD) positions must be out-of-scope management positions.

Where We Are

The Assistant Deputy Director (ADD) positions were out-of-scope positions prior to a service-wide scope review in 2001. At that time, a Labour Relations Board decision assigned the positions within the scope of the bargaining unit. Appeals to that decision were unsuccessful.

In 2005, the Ministry initiated discussions with the union to move these positions out-of-scope. Since agreement had not been reached, these positions were tabled at the last round of bargaining in 2006-07 to move out-of-scope.

In January 2007, Special Mediator Vince Ready outlined a process to facilitate agreement on the scope of these positions, with the assistance of an arbitrator. Discussions with the arbitrator continue.

Current ADD positions are staffed with a combination of permanent and temporary staff. Although the scope status of these positions is pending, vacancies are temporarily filled with in-scope staff on an acting basis. Permanent staffing of all the ADD positions and complete accountability for the out-of-scope components of these positions have been delayed pending scope finalization. Resolution of this long-standing matter will provide increased stability in the operation of the facilities, and help ensure an appropriate level of management presence.

Action We Will Take

- The Arbitrator's decision is pending

Outcomes

- ADD leadership is valued, supported and practiced to address staff accountability for job performance
- ADDs will be held accountable for their leadership, role modeling and management competencies
- Increased management presence and capacity on-site 24/7

Recommendation #9

Management presence be increased outside normal working hours to include two out of scope managers.

Where We Are

One in-scope Assistant Deputy Director (ADD) works in each facility outside of normal working hours. This does not provide adequate capacity to supervise and support staff to ensure accountability, staff and inmate safety and facility security.

Gaining agreement to move ADD positions out of scope will increase management presence outside normal working hours.

Action We Will Take

- Undertake broad organizational change to address this and other issues (On-going)
- Increase management presence after normal working hours (Fall, 09)

Outcome

- The Ministry will be better able to provide support to staff in fulfilling their job duties and to enforce performance expectations such as completion of counts, searches, case management and the practice of dynamic security – direct interaction with inmates

Recommendation #10

Distractions such as internet and recreational reading materials be removed from unit offices and control posts.

Where We Are

Managers and supervisors are responsible for coaching staff and monitoring behavior to ensure that staff is focused on work related activities during their shifts.

Adult Corrections has been working with the Province's Information Technology Office (ITO) to implement Internet filtering within correctional centres. This will allow staff continued access to required training materials and government communications but will block access to any non-job-specific sites.

Action We Will Take

- Implement Internet filtering (Spring, 09)
- Direct that personal recreational materials be confined to rest break areas (Winter, 09)
- Formalize this expectation in policy (Spring, 09)

Outcome

- Facility safety is improved through the dynamic supervision model as staff increases regular interaction with inmates

Recommendation #11

A constitutional expert be employed to develop a "Corrections Branch and Law" course similar to the "CSC and the Law" course developed for Federal Correction's Workers and be delivered to all Provincial Correction's employees.

Where We Are

Limited information on these matters is currently included in the induction training provided to all correctional staff.

Many managers and front line staff have not been provided with a comprehensive understanding of the constitutionally and legislated mandated responsibilities of the Ministry and of themselves as correctional workers and peace officers. Failure to provide this training limits our employees' ability to fully comply with our responsibility to operate within the rule of law and contribute to the Ministry's mandate.

Action We Will Take

- Dedicate additional resources to implement training (Fall, 09)
- Work with the Ministry of Justice to develop and implement the required training materials for inclusion in training for all staff (On-going)

Outcome

- All Corrections employees will have a better understanding of the role they play within the broader justice system, and how Standing Orders, Divisional Directives and professional ethics support the successful delivery of our legal and mandated obligations specific to the duty to act fairly, use of least restrictive measures, maintaining the dignity of the individual, and treating inmates respectfully

Recommendation #12

Senior managers to be held accountable for attending critical areas of the facility on a regular basis.

Where We Are

Although senior managers do attempt to maintain a presence in facilities to support both staff and inmates, this does not occur nearly as often as it should.

Limited management capacity within the facilities restricts the degree to which this objective can currently be achieved. The Regina Provincial Correctional Centre (RPCC) has five out-of-scope managers and approximately 325 in-scope employees for an out-of-scope to in-scope ratio of 1.5%. This pattern is consistent across facilities.

Since the August escape, RPCC has implemented a process whereby one senior manager is responsible for a weekly tour of the entire facility. Additionally, senior managers log their walkabouts in a log book. However, this is still not sufficient and occurs at the cost of other duties that have traditionally kept managers off the floor.

Action We Will Take

- Establish increased in-facility management capacity to strengthen service delivery in the areas of: security, intelligence, rehabilitation, administration, facility services, standards and compliance and employee relations (On-going)
- Increase visible leadership, role modeling and information gathering with regular facility tours by senior managers (Winter, 09)
- Shoulder flashes have been ordered and will be applied to managers' uniforms to increase visibility of authority and status of the Director, Deputy Directors, and Assistant Deputy Directors (Completed)
- Correctional centre managers will attend regular inmate committee meetings (Spring, 09)

Outcomes

- Significantly more support to staff as they carry out the core business of security and rehabilitative programming (including report writing, cell checks, counts, dynamic security as highlighted in the findings of the EIT Report)
- Greater focus on staff engagement: management will be more visible and in tune with what is occurring in facilities; accountability will be improved at all levels and organizational performance will be enhanced
- Increased emphasis on employee health and well-being, with increased management presence throughout the facility

Recommendation #13

Refresher training be provided to staff in all areas of deficiency identified in this report.

Where We Are

Employee training in secure facilities cost $2 million in 2008-09. In addition to a continual emphasis on increasing training capacity, the Ministry has implemented unit and individual learning plans and encourages staff to use these mechanisms to identify personal learning goals beyond mandatory requirements. Adult Corrections has introduced Training and Personnel Managers in each of the facilities and has identified the need for a dedicated Deputy Director of Employee Relations for each facility, and the need to take a more coordinated and supportive approach to professional development in Adult Corrections.

All adult facilities develop an annual training plan for the upcoming fiscal year. These plans address mandatory Ministry training. Areas included are:

- Communicable Diseases – annual
- Suicide Prevention – refresher
- Blood and Body Fluid Spills – every 5 years
- Automated External Defibrillator – annual
- First Aid/CPR – every 2 years
- Pepper Spray – select group every 2 years
- Violence in the Workplace – new employee, one time
- Risk Assessment – new employee, one time
- Use of Force – annual for Emergency Response Teams; as necessary for correctional workers
- Crisis Management – annual
- Fire Prevention Training – new employee, one time
- Training Exercises (Mock) – annual
- Core Correctional Practices – new employee, one time
- Occupational Health and Safety – 5 days/year for OH&S Committee members

Scheduling and providing training within a large, 24/7 operation is challenging because backfill and overtime costs cannot be avoided, thereby requiring a significant financial commitment each time new or refresher training is provided. Resources for training have not kept up with the needs of the Ministry.

Action We Will Take

- Dedicate additional financial resources for training (Spring, 09)
- Assess requirements for individual staff training and hold them accountable for completing that training (On-going)
- Establish in-facility responsibility for human resource management, employee relations and training, and professional development (Fall, 09)
- Ensure provincial oversight and compliance with all mandatory training (Fall, 09)
- Work in partnership with the Public Service Commission to develop and implement a curriculum of training and professional development available to all employees and to build a culture of professional and career development planning (Fall, 09)
- Identify and support training deficiencies (Winter, 09)

Outcomes

- Correctional employees will possess the knowledge, skills and competencies required to provide excellent correctional services
- Managers will have the tools to coach and develop employees
- Employees will be supported in continual career development so that they can contribute to the work of the Ministry in increasingly senior positions aligned with their career aspirations and capabilities
- Employees understand the core and technical skills required to provide safe services to our clients
- Training will be to a consistent standard throughout the Ministry

Recommendation #14

A Divisional Directive be developed addressing Critical Incident Stress Management requirements following serious incidents.

Where We Are

The Critical Incident Stress Management (CISM) teams assist staff and inmates, through defusing and debriefings after critical incidents. These services are requested by the Assistant Deputy Director of Operations or Senior Manager. CISM teams are addressed in the Divisional Directive on Crisis Management.

The Ministry is in the process of implementing its new CISM policy. Designated staff has been working with the Ministry's Occupational Health and Safety Consultant to assist in the implementation of, and compliance with, the Ministry's policy.

Having our CISM processes embedded in other Divisional Directives does not give the proper level of importance or emphasis to this practice. Offering CISM support must become an automatic part of dealing with all serious incidents.

Action We Will Take

- Develop appropriate Divisional Directives and policy to ensure CISM support is provided automatically after all serious incidents (Fall, 09)

Outcome

- Staff will receive the support they need to address any effects to well-being as a result of workplace incidents

Recommendation #15

The Corrections Management Information System be enhanced or replaced.

Where We Are

In partnership with the Ministry of Justice and Attorney General, the Ministry has presented a business case to the Province's Business Advisory Council to develop and implement an integrated case management system (CJIMS) to replace a number of legacy systems, including the Corrections Management Information System (CMIS). A Project Director has been contracted and funds approved for the development of the project.

We will continue to make the necessary upgrades to the current system so that it is available until the new CJIMS is fully implemented.

Action We Will Take

- Complete the multi-year development and implementation of the CJIMS system (On-going)

Outcome

- Corrections will have an information management system that effectively supports its business needs, thus eliminating the need for any other system to record and share information

Recommendation #16

The Corrections Management Information System must be the only system for recording operational information.

Where We Are

The Corrections Management Information System (CMIS) is the information system used for logging of all incidents and communication about offender treatment, case planning and security. CMIS is not operational from midnight to approximately 2:00 a.m. each day to allow for a security backup to take place. This means staff with information to record must use an alternate method (e-mail, hand-written, Word document) until they or the reviewing supervisor can transfer the information onto CMIS.

Although staff must have an alternative to CMIS, using a variety of options unnecessarily complicates reporting. Without a clearly articulated method of ensuring the transfer of information there is no guarantee it is done in a thorough or timely manner.

Action We Will Take

- Develop a standardized tool and accompanying practices and responsibilities for all staff to record required information during CMIS down time (Spring, 09)
- Implement the integrated Corrections and Justice system (CJIMS) (On-going)

Outcomes

- Staff, management and Corrections administration will know where information is recorded and stored
- Integrated communication practices will result in readily accessible information

Recommendation #17

A computerized accountability system be installed at RPCC to monitor and record staff unit inspection and checks.

Where We Are

Staff must monitor offender movement and counts by physically interacting and attending the various areas of the facility on a regular basis. Staff is trained to record in log books all offender behaviours and any other information of interest such as the discovery of contraband or potential security breaches. Staff is also expected to document formal and informal counts in the unit log book and report their offender counts to a shift supervisor at scheduled times throughout their shift.

The Ministry endorses the practice of dynamic security – direct supervision and engagement of inmates by staff out in the living areas and accessing cells as a regular part of practice. Training and communication on this principle is ongoing, but the practice is not yet fully accepted, which means there is opportunity to increase the degree of scrutiny inmates are under with a resulting increase in security.

Action We Will Take

- Install a computerized accountability system (Summer, 09)
- Review Divisional Directives, Standing Orders and training to ensure they comply with expectations (On-going)
- Increase management's capacity to observe, role model and enforce compliance (Fall, 09)
- Identify teams/individuals that are modeling direct supervision and draw on their practice to coach other staff (Fall, 09)
- Develop an enhanced direct supervision training module and provide it to staff having difficulty delivering the direct supervision model (On-going)

Outcomes

- All inspections and checks will be done according to policy, training and expectations
- Staff will be more accountable for the security and case management components of their jobs

Recommendation #18

High risk inmates should not be housed in Units 3, 4, 5, 6 & 7 until a security audit has been completed and the Units have been equipped with infrastructure improvements and a perimeter intrusion detection system.

Where We Are

Within the current infrastructure limitations the Ministry will make all efforts to maintain this standard until more appropriate space can be renovated or built.

Shortly after the escape, a joint CPSP-Government Services security audit was completed for all units at the Regina Provincial Correctional Centre (RPCC). Some infrastructure and security improvements have been completed; some are ongoing.

Action We Will Take

- Significant investments will be made to improve security at all correctional centres (09/10)
- Move in 2009-10 to construct a new remand centre in Saskatoon (On-going)
- Make the new 90-bed dormitory space at the Saskatoon Provincial Correctional Centre operational (Spring, 09)

Outcomes

- Improved security and infrastructure will create a safer environment for staff, inmates and the public
- Measures to improve security and infrastructure will free up space and staff time to provide rehabilitation and other programming

Recommendation #19

Remand inmates must be managed in the same fashion as sentenced inmates.

Where We Are

All permanent full-time and key permanent part-time staff members are required to complete Core Correctional Practice (CCP) training. CCP engages staff with inmates, both sentenced and remand, resulting in improved inmate behavior and reduced re-offending. This training requirement includes staff on remand units. CCP training has been completed for existing staff at Pine Grove Provincial Correctional Centre, Prince Albert Provincial Correctional Centre, and Saskatoon Provincial Correctional Centre, and is now in a maintenance stage (new staff). CCP training will be completed at Regina Provincial Correctional Centre in 2009 with maintenance to follow.

Overall group rehabilitation program capacity is limited e.g. substance abuse, violence prevention programming, pro-social skills development. Program needs of inmates far exceed current program capacity. Given this limitation, sentenced offenders are prioritized over remanded inmates.

Because of the high number of remanded inmates and building limitations at the Saskatoon Provincial Correctional Centre and Pine Grove Provincial Correctional Centre, remanded inmates and sentenced offenders are often in the same living units. Remanded inmates in these two facilities are eligible for programming based on the same criteria as sentenced offenders, i.e. security rating, program criteria, and time or sentence length considerations.

A field study involving on-unit programming is occurring in four Adult Corrections custody units. On-unit programming involves structured one-on-one rehabilitation between case managers and their assigned inmate. At the Saskatoon Provincial Correctional Centre the field study involves remanded inmates.

Case management interaction between staff and remand inmates has been limited due to the reduced options workers can currently offer. Programming for remand offenders needs to increase. As well, staff who work long-term on a remand unit do not have the same opportunity to develop their case management and relationship skills as those working with sentenced inmates. These are important components of dynamic security that help to reduce incidents and offending behavior. Some facilities regularly rotate staff through the various units to allow equal opportunity to maintain and enhance the various skills of the job.

Action We Will Take

- Continue to incorporate the dynamic security model and hold staff accountable for practicing the direct interaction model of supervision (On-going)
- Increase meaningful opportunities for remanded offenders to take part in rehabilitation programs (On-going)
- Expand on-unit programming to include all residential units in custody, including remand units (On-going)
- Implement non-therapeutic educational group presentations in remand units that promote healthy life choices (On-going)
- Develop standard assessment processes and increase treatment capacity for all remanded and sentenced inmates (On-going)
- Implement a rotation schedule through the various types of units for correctional workers in all secure facilities (Fall, 09)
- Develop an induction session and orientation manual for inmates, in conjunction with correctional centre inmate committees (Fall, 09)

Outcomes

- Remand inmates will receive programming consistent with their identified needs and legal status, and will be able to make productive use of the time they spend awaiting sentencing
- Incidents due to boredom will be reduced, and staff interaction with remand inmates will increase to facilitate programming, thereby further minimizing negative behavior

Recommendation #20

The RPCC contract influential Aboriginal leaders and elders from the community to assist them in reducing violence and criminal activity perpetrated by gang members.

What We Are Doing

Evidence suggests people are less likely to offend if they feel valued and connected to their community. As well, research shows that kinship and family ties are fundamental to strong First Nations and Métis cultural and spiritual identities.

CPSP believes that culturally sensitive programs, developed and delivered in partnership with First Nations and Métis communities, agencies and Elders, have better outcomes. As part of the Ministry's efforts to reduce incidents in facilities and re-offending in the community, effective cultural programs and Elder services have been established at most facilities.

The Ministry delivered cultural awareness training to a substantial number of out-of-scope staff in 2008 to enhance their understanding of First Nations culture and the importance of spirituality and Elder attention and counseling to inmates' wellbeing and rehabilitation efforts.

All employees need to receive cultural awareness training so they have the level of understanding and acceptance required to support the integration of cultural programming into a system that by necessity is fairly regimented and restrictive. Managers need to role model, support and facilitate the ability to be flexible so the cultural needs of inmates are addressed. At the same time, steps need to be taken to ensure that the potential for inmates to be recruited into gangs by existing gang members is reduced.

Action We Will Take

- Continue to work in partnership with the Federation of Saskatchewan Indian Nations (FSIN), the Ministers' Elders Advisory Committee and the Tribal Councils, First Nations and Métis organizations and individuals on service contracts (Winter, 09)
- Implement a Cultural Healing Program at the Regina Provincial Correctional Centre (RPCC) with the Cultural Coordinator, Elders and staff trained specifically to deliver the programming (Fall, 09)
- Expand cultural awareness training for staff (On-going)
- Incorporate cultural buildings and program space to support traditional practices and teachings as reflected in the Ministry's Strategic Capital Plan (On-going)
- Provide activities for inmates that reduce the potential for gang members to gain influence over them (On-going)
- Improve the existing system for classifying categories of in-custody inmate risk (Fall, 09)

Outcomes

- First Nations inmates will be better supported in their efforts towards wellbeing and rehabilitation
- Productive time with Elders and Elder interventions work towards reducing potential negative behavior

Recommendation #21

A formal annual performance review process be implemented for all staff.

Where We Are

A formal annual performance review process is in place for all out-of-scope employees.

The process includes annual work goals and objectives, and semi-annual and year-end reviews. Some in-scope employees have chosen to take part in voluntary learning plans already. Probationary performance appraisals are conducted with new in-scope employees at five and 11 months.

Research has clearly established that successful organizations and their employees make plans to enhance performance in an organized way. They recognize it is people who make the difference in achieving individual and organizational goals. The Ministry has a structured, organized process in place for planning, discussing and developing performance for out-of-scope employees. The process ensures the alignment of individual plans and objectives with the Ministry's strategic direction. The Ministry will expand the process to include in-scope employees.

Action We Will Take

- Put a formal annual performance review process in place for all in-scope employees (On-going)
- Enhance management capacity to more regularly observe employee performance and offer on-the-job support for improvement (Fall, 09)

Outcomes

- An integrated planning and personal development approach will assist staff to better understand how their performance contributes to accomplishing government and Ministry objectives, and will assist in the planning of staff development
- Feedback on performance will help staff improve understanding of roles and responsibilities and will assist staff in ensuring they have the opportunity to excel at their jobs. Where improvements are needed, opportunities to succeed can be developed through joint consultation and planning
- Effective performance planning is an early detection system for both promotional and developmental opportunities

Recommendation #22

Daily pre-shift briefings must be implemented at the RPCC.

Where We Are

Daily pre-shift briefings occur in a number of units at the Regina Provincial Correctional Centre (RPCC). In other units, briefings occur twice a week between the senior manager and the unit supervisors. Practices in the other facilities range from daily pre-shift briefings for all staff and shifts, to daily meetings involving managers and Assistant Deputy Directors with the expectation that information will be communicated to teams.

Inconsistent practices in regard to pre-shift briefings means that we are differentially preparing people to perform their jobs. This is not fair to staff and it is not fair to the inmates who receive varied levels of service because of it.

Action We Will Take

- Establish pre-shift briefings in all units of the secure facilities (Fall, 09)

Outcome

- Staff will begin their shift with the information necessary to maintain order and maximize treatment and security effectiveness

Recommendation #23

The facility from where an escape occurred be responsible for the initial media release.

Where We Are

The Ministry has implemented a Reporting of Serious Incidents policy that ensures timely notification to senior officials and media where appropriate for public safety.

We will continue to familiarize all correctional staff and media about the content of the reporting policy, and ensure compliance.

Action We Will Take

- Senior communications officials prepare the press release (Completed)

Outcome

- Senior officials and the media/public (as related to public safety) are notified of escapes from secure facilities in a timely manner

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